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ABSTRACT

These proceedings of a conference on the development of adult education and prospects for adult education in the 1980s contain the texts of four speeches. First, the basic objectives of the conference are outlined. Presented next are reasons for taking international initiatives in adult education and measures for determining what types of international initiatives are possible and appropriate. A discussion of two papers on projects for developing adult education follows. Summarized next are the main conclusions of three working groups on the state of affairs of adult education (with special attention to the needs and objectives of adult education, the issue of decentralization, and differences among adult education programs in various areas of Europe). Appended to the proceedings are the conference agenda, a listing of major policy guidelines adopted at the conference, a series of recommendations, and a list of conference participants. (MN)

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COUNCIL FOR CULTURAL CO-OPERATION

# Conference : "Adult Education : 10 years of change, prospects for the 80s" (Strasbourg, 25-27 November 1980)

# REPORT

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## A. FOREWORD

The Conference on "Adult Education: 10 years of change, prospects for the 1980s" was organised by the Council of Europe to present the results of Project No. 3: "Development of Adult Education" initiated by the CDCC in 1977. In the light of those results, the conference was to discuss possibilities for future action to be taken at the European level in the field of adult education.

Mr R Jochimsen, Minister für Wirtschaft, Mittelstand und Verkehr of North Rhine-Westphalia, was Chairman of the conference; Mr Henri Janne, project adviser, drafted the general report.

The conference adopted a final declaration on major policy guidelines in adult education for the coming years, and a recommendation for the CDCC on future forms of European co-operation in the field. The texts of these are given in Appendix II and Appendix III.

B. ADDRESS BY THE DEPUTY SECRETARY GENERAL

Your Excellency, Ladies and Gentlemen,

It gives me great pleasure to see so many highly distinguished representatives of our member countries have come to attend this conference, together with observers from other international organisations and from Yugoslavia. I am happy to greet you all and welcome you to the Palais de l'Europe, which is your home too. I particularly want to thank Mr Jochimsen for agreeing to take the Chair on this occasion.

The conference you are attending this week is important to the Council of Europe. Your first objective is to decide what four years of effort have accomplished in the project on the "Development of adult education". But after considering past experience and taking stock of the present, your most important task will be to define the prospects for adult education in the 1980s. In this connection, I think that your discussion of "minimum conditions and criteria" for the educational development of adults will be of signal interest. Of course, these conditions and criteria will vary from country to country, but it is through encouraging this type of thinking and exchange that the Council of Europe achieves one of its chief objectives, ie to give every European citizen the means of working towards his own balanced development, both as an individual and as a member of the community.

The Secretariat will take a close interest in the preparation of the recommendations you will submit to the CDCC in regard to the project or projects to be put in hand in and after 1981 when the present project comes to an end.

To assist you in your work, you will find in your files reports presenting the product of the efforts of a large number of experts, educators and administrators who have been working with us since 1977; I should like to thank them on behalf of the Secretariat.

To end my words of welcome, I should like to say that European co-operation is perforce a slow, continuing process demanding tenacity and understanding at every level and that this is especially true in respect of adult education. For us all, the goal is to preserve an asset which is one of our continent's foremost qualities and a source of its strength and wealth: I mean the high level of education and training of its population. With this in mind, I express the hope that your conference will be a complete success.

## C. OPENING SPEECH

by Professor Dr. Reimut Jochimsen, Chairman

I am pleased to comply with the request to take over the chairmanship of this conference, for I am sure that this conference will be both important and fruitful which, as you know, cannot be taken for granted, even in the case of international conferences which are often merely "important".

My optimism that this conference will turn out to be fruitful is first of all based on both the excellent way in which it has been prepared and the specific competence of its participants who have gathered here. I think that I speak on behalf of each of you when expressing our special gratitude and appreciation to the authors of the report "Development of adult education". You can feel that this document is the result of a very intensive preparation of many years. Here the authors could return to a lot of preliminary work already performed as part of the Council of Europe's activities, the latter having done great service for the sake of adult education for so many years. I very much appreciate that this international experience of more than ten years will now be utilised for the "prospects of adult education in the eighties".

I accepted to take over the chairmanship of this conference when I was still Minister of Science and Research of North Rhine/Westphalia, a Land of the Federal Republic of Germany. In the meantime, I have been appointed Minister for Economics, Small Business and Transport of this state, a vivid example to the necessity of lifelong adult education so to speak. However, no courses have been offered to me; in any case, I might have had but little time for it. I am rather dependent on the foundations of my primary training, on the professional experience meanwhile gained, and on the readiness and opportunity to continuously learn at work itself. The same applies to millions of employed persons who are confronted with new challenge and requirements.

I think - and this is my first comment on the subject - that this phenomenon of adult education in the working process, through the working process and in the working life is too often overlooked and under-estimated in the discussion of adult education. Institutionalised adult education should, in my opinion, not be seen as a compensation for a working life opposed to education. To put it positively: we must endeavour to organise working procedures, more than hitherto, in such a way as to enable workers to engage in adult education while exercising their occupation. Experience has shown that there are still numerous unused opportunities for humanising working life. External adult education must be seen as a complement and deepening of this "informal occupational process of adult education". It must not serve as a compensation, or even an alibi, for sticking to inhumane working conditions.

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In my capacity as Minister for Economics, my encounters with Europe are scarcely in the sphere of cultural co-operation, but rather in the field of fusion research, guidelines regarding the combating of feeding artificial estrogens or fixing of steel quotas. All this may be important, and sometimes even annoying. It is anyhow absolutely insufficient for developing a European consciousness. That is what I have become even more clearly aware of since I changed my ministerial appointment. I am convinced that we need cultural co-operation in Europe not merely for cultural and general political reasons, but in the final analysis we also need it in order to provide a strong and laudable basis for our economic co-operation.

This conference, however, is of great importance not only under its European aspect, but also because of its very essence. Mainly for two reasons adult education is now an excellent subject for taking international initiatives:

- In all countries - despite their varying stages of development - adult education is still in its initial phase. Thus there is more need here than in other spheres of education to learn from the experience gained in other countries, and I think that it is more likely that such international experience be applicable to national policies. For it is often a fact that we gather valuable international experience, but that its application to national conditions will frustrate because of different and rigid structures. Thus, many an international comparison will end with the historical sigh, "America, you are better off".

- The second reason lies in the fact that nowadays we need political impetus so that in an increasingly determined struggle, education expenditure will continue to be duly considered for the distribution of public and private resources. All European countries are obliged to reconsider critically their public expenditure, and even make cuts, wherever possible. Moaning of any kind will not free us from the necessity of covering the high energy costs which have been increasing throughout the world for external political reasons - and not only energy costs - through cuts everywhere else, since such additional costs cannot be neutralised by a growing supply of money. However, the question of where to cut is a political issue. Any response will not be prejudged by natural law, but it will be highly dependent on subjective evaluation. It is where the priority which is given to the scope of duties is decisive in the minds of those who bear responsibility in terms of the standards of values and the problems set by the public. For this reason, too, a political statement on an extension of adult education in the eighties, which is being discussed here, would be of importance which cannot be under-estimated.

> Setting of priorities will not just come out of the blue as decisionistic or voluntaristic acts of enlightened arbitrariness to be ruled upon by prudent politicians, but judgements on these priorities have to prove successful day after day in competing with all the others and, what is more, they must also effect that secondary priorities may also be determined.

One might tend to conclude that since adult education is still being relatively unstructured and partially in disarray, budgetary restrictions will at least force to postpone planned steps, if not killing the whole operation and most of its important measures altogether. I want to urge a different approach: the approach to define clearly and argue for the indispensable role of adult education, especially in this phase of overall adjustment in Europe to rising price levels of all kinds of energy supply and basic raw materials.

This conference will discuss during the next few days whether and with what substance such a political initiative may be possible and appropriate, and its participants will endeavour to reach an agreement on minimum criteria regarding the development of adult education in all European countries in the eighties. We shall be confronted with the problem of having to make compromises resulting from the contradictions of the subject and its basic terms. Some of these contradictions have already been referred to in the report, and conclusions were drawn.

I should like to add a few aspects which might elucidate on which measuring scale we have to read the "minimum criteria". This can, of course, be but a rough outline which claims to be neither complete nor systematic.

1. There is an obvious contradiction between the challenges to human reason and what adult education can do for it. East-West relations are unstable and have even deteriorated recently. An end to the absurd armaments race is not in sight for the time being. North-South conflict is aggravating and still being under-estimated. The same applies to the world's energy supply which is undergoing a radical change. The population growth is causing problems now as before. The impairment of our ecological foundation has so far merely been recognised as a threat to mankind, but without having been checked. Mass unemployment is growing world-wide. Working life is changing through new technologies, while private life is seriously affected by new media. The fully growth-oriented western industrialised nations, hitherto followed in this respect by the developing countries, have not yet developed a strategy of consciousness of the limits of growth and the necessity of its qualification. Abandoning established standards of value is not only regarded as a liberation towards plurality, but also as a disorientation. There are growing difficulties of coming to terms between the older and younger generations. The idea of a cultural identity of national states passes through a crisis; European identity is developing though hesitantly and incoherently.

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This enumeration could be extended. There are very complex correlations and interfaces between all these problems, often with intensifying reciprocal effect. It is not purely by chance that the Club of Rome which was the first to warn of the "limits of growth" now regards learning as the only way out of this human dilemma. What can education, adult education, contribute to the solution of these problems - and what can it not? What can be undertaken by adult education, and where might it undertake too much? A preliminary conclusion would be: adult education alone will certainly not be able to solve these problems, but without adult education these problems can hardly be solved.

2. There is a conventional contradiction between the concept of adult education as consumption with the aspect of enjoyable, but dispensable luxury and adult education as a private and/or social investment, an imperative provision to enable oneself to master the future.

Adult education as a typical social production with public goods characteristics is called upon to combine these functions, helping to mutually reinforce their positive returns. In order to reconcile these contradictory positions and to use them as a challenge and an opportunity, I think it would be useful to consider the impetus that adult education could gain from demonstrating its actual contribution to solving problems of immediate concern in the early eighties, concerning economic and labour policy, energy balances, flexible adjustment of our economic and social performance.

The rapid deterioration of the real terms of trade in international exchange and the changing of overall price ratios for labour, capital and energy, in addition to raw material inputs call for a definite response by each economic unit and every person, a response which will have to activate the assets of our economies, poor in raw materials, import-dependent, export-oriented, but rich in qualified manpower, in human intelligence and genius as well as in inventions, research, development and productive innovation.

The requirements of energy policy priorities, avoiding oil dependency from the Middle East and economising on the use of energy everywhere and the forms that these may take oblige us to exploit fully professional qualifications and contributions. It is necessary to understand that the potential for rational utilisation of scarce and expensive energy resources will have to be found in the conscious behaviour of the consumers, the producers, the transporters everywhere, in the economy as well as in the whole of the private sector and in transportation.

General education, vocational training and adult education are necessary, although they are in themselves insufficient conditions for coping with these crucial economic and social problems of the eighties; they will have to be linked to qualification, innovation, research and development policies as well as to the support of new entrepreneurial undertakings, particularly those of small and medium size.

3. There is an inevitable contradiction - how could it be otherwise - between the need for adult education and the resources available. A mere demand will, of course, not be sufficient. Those who demand additional funds nowadays must also indicate the sources these will be derived from, for less than in former times can they hope to satisfy any claim from growth of national income and public budgets. They will have to include in their calculation, more than hitherto, the redistribution of the existing total revenue and expenditure items - at the expense of other scopes of functions, but also within the same scope of functions, ie particularly within education expenditure.

They will be well advised to invest a good deal of imagination in the publicity value of their arguments. I know that to many representatives of education it is a new, unfamiliar, and to many of them even an insulting idea "to sell" education with publicity appeal, like a new car, or a new film. However, that is exactly the competitive situation we are facing now. And this applies to both - the distribution of funds and the distribution of time, for example the citizen's leisure time. The competitors, particularly entertainment media, are powerful and not indulgent in their methods. Why should education not be presented in a way that it is enjoyable? Can adult education, at least in significant parts, not be organised in such a way that the citizen accepts to pay for it, voluntarily and out of conviction? This would certainly be of benefit to the matter. I am therefore not of the opinion that we should, a priori, in any case aim at providing a cost-free adult education.

4. Another contradiction is connected with the task of promoting adult education and raising the funds required: on the one hand, we need a convincing idea, a long-term conception, and even a ideal of an adult education system by which the individual steps of everyday practice can be oriented, but, on the other hand, we need just as much a pragmatic conception for these steps, a conception which has been developed out of present conditions, keeping in view what is feasible without losing sight of what is desirable. To put it more subtly: an extremely high-pitched goal involves a certain danger that it might be discarded as being utopian and might thus even miss a minor potential improvement; pragmatism without any high-pitched long-term objective will, on the other hand, not develop the persuasive power you need in the competitive struggle for resources. The suggestion aimed at developing "minimum criteria" out of a comprehensive adult education conception would appear to be a good synthesis.

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Another contradiction is, however, connected with the development of such an adult education conception: on the one hand, we talk comprehensively of "adult education" knowing, on the other hand, that a variety of different things is hidden behind that term. Retraining of an unemployed person has little in common with an Ikebana course for well-to-do housewives and this again has little in common with a one-day intensive course on new EDP applications for senior management representatives. We shall therefore have to be very careful not to admit that the desire for a uniform conception will result in an evening out of differentiations where the latter are required because of the very essence of the matter. Even well-meant conceptions may sometimes be impeding.

5. This leads me to one more contradiction: the imcompatibility of the need for public planning, order and funding on the one hand and, on the other the necessary free space for a decentralised initiative and plurality of the option on which adult education is so largely dependent. So far it has indeed not been one of the strong points of bureaucracy to make self-restraint its own into a principle of order. That is precisely what we need in the field of adult education in particular. It is obvious that the issue of competence is closely linked with that of the sources of finance. As a rule, there is a principle saying that "He who pays the piper calls the tune". For this reason, too, the funding of adult education out of various sources (state, private educational institutions, social insurance institution, labour exchange, participants) is to be preferred to financing out of a central fund. But also where funds are allocated by the state, the latter should restrict itself to the issuance of basic rules as to the use of such funds which is still very complicated, for this can hardly be done without setting qualitative standards in such basic rules. Any setting of such standards, however, means inevitably an encroachment on the principle of plurality. Also in this connection it will be helpful to leave the abstract level of differences of principle and respect the manifold differentiations within the sphere of adult education. Thus, public need for order regarding a job-oriented evening course aimed at obtaining a regular school-leaving certificate can hardly be recognised in the case of the aforementioned Ikebana course. My general impression is that in the field of education we have too much regulation rather than too little. When setting up adult education we should not repeat all the mistakes we have already made when arranging the other sectors of education.

A number of further possible contradictions could be added to this enumeration. We are certainly going to discuss some of them. What matters, in my opinion, is to know these contradictions because they also mark any resistance which every concept of adult education will have to cope with. I trust, however, that these contradictions will somehow be overcome. For me, finding the right synthesis is to develop a realistic concept of adult education with a convincing long-term perspective, which will be our present task. May I wish every success to this conference in pursuing this goal.

## D. INTRODUCTORY STATEMENT

by Mr Henri Janne, General Rapporteur

1. Our discussion is to be based on two papers:

- the Report on the development of adult education (1980 publication) drafted by a group of which (as project adviser) I was Chairman; this is actually the product of a complex process of research, debate (by workshops, groups of experts, the Project Group itself and seminars) and "interaction visits".

- a special paper (Addendum 3 to CC-GP3 (80) 20) containing operational proposals for follow-up action to Project No. 3 in the framework of the CDCC programme. These proposals are in the form of a new project corresponding to the next stage in the policy of the Council of Europe in regard to the development of adult education.

2. The Report itself consists mainly of a study of the context of adult education as a factor of development in relation to culture and the economy. This is followed by an analysis of the development of adult education in Western Europe, leading to a discussion of the prospects for the 1980s.

The part of the report entitled "General Conclusions: Summary" gives, in two-and-a-half pages, the principal results; they are stated very succinctly, of course, but are explained at length in the preceding three parts of the report. The conclusions culminate in a series of suggested measures, some addressed to member states and others to the Council of Europe.

3. As in the case of the Sienna Symposium (May 1980), the studies and research carried out for Project No. 3 have confirmed the relevance and terms of action of the principles of permanent education. The "dominant trends" emerging from the various experiments with which the "Project" has been in contact in various parts of Europe have made this important fact very clear. All these innovations either refer to those principles explicitly or are an implicit expression of them, as a whole or in some of them. Wherever there is change, it is in this direction.

The main features of permanent education we recall, are as follows:

- assisted self-directed learning;
- democratic guidance and counselling (democratic in the sense that the final decision is left to individuals, who make up their minds in full possession of the facts and awareness of their implications);
- study in small groups formed with reference to specific objectives and supported by media;
- education in and through actual life activities;
- flexibility of options (cumulative credits);
- democratic and responsible participation at every level of the educational process and in relation to interests;

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- globalisation as an aspect of all learning, personality being considered as a whole and situated socially in relation to the overall context;
- deschooling (not as meant by Ivan Illich, ie the creation of a "diffuse field" of education, but implying the transcendence of a system of school classes and structures).

4. Project No. 3 has also established several important points:

1) the importance of methods designed to give awareness of objective needs which are defined, in the final stage, by authentic negotiation (concepts from Project 7 A);

2) the need to decentralise adult education structures and activities at the local level. This is essential to the effective application of the principles of permanent education (see para. 3). However, decentralisation must respect the attributes of the state, ie certain functional imperatives which must remain central:

   - compensation of inequalities
   - protection of minorities (right of appeal)
   - setting of general standards (certification of levels)
   - particular national services;

3) as a corollary to decentralisation, there is the need to ensure, at local level, organic (functionally integrated) co-ordination among all forces engaged in education (including social agencies whose objects are not educational, and firms), with a view to total development (cf Sienna Symposium). The reason for decentralisation and its corollary (organic co-ordination) is that adult education must be placed squarely in its present day context (of crisis, in the economy, employment, civilisation). Through decentralisation we can encounter needs as they are experienced (true needs), and be directly in touch with the human and physical resources of education: "target groups", with their particular features, can be reached immediately, whereas with an approach based on the general characteristics of "target groups" education can reach only stereotypes - "woman, the unemployed, the migrant" etc;

4) the education of adults for specific roles, which has become indispensable (to meet the civilisation crisis, people must be enabled to transform the consumer society, especially in its purely materialistic aspect and as a process of mass conditioning).

   These roles are the following:

   - consumer (preservation of purchasing power and quality);
   - parent (how much guidance, how much permissiveness?);
   - social agent (more satisfactory relations with modern mega-organisations; an end to social isolation);
   - citizen (role in a democratic system);
   - media-user (options, critical attitudes);
   - member of the human race (place in relation to societies other than those in Western Europe; sense of humanism and of the interdependence of human communities);

5) the (pressing) need to define the educational functions of the firm and their implications. This brings into play an aspect of industrial democracy which is potentially highly constructive. The fact that firms possess human, technical and material resources of the highest order, from the viewpoint of education beyond the bare needs, does not mean that they must bear all the cost. The educational role of the firm implies close relations between it and training establishments;

6) the importance of the region - whatever its institutional and cultural situation - as an intermediate level in adult education policy, often with the added feature of its own cultural identity. This can facilitate the assimilation of national policy at the local level, and, in the other direction, a more accurate communication of local desires to the state;

7) the need for organic co-ordination, at state level, among administrative and institutional agencies, including representation of social and cultural forces;

8) the methodical integration of the school system and adult education into one comprehensive system, its frame of reference determined by the principles of permanent education; this is one essential element of the education policy of the state;

9) another element of this policy is the embodiment of the essential components of adult education, as presented in the Project Report, in a basic outline law; this will enable the state to fulfil its duties in this field:

- definition of minimum standards to be met at local level (the field to be covered by adult education in all its aspects);
- undertaking to provide a minimum budget package, to ensure genuine freedom of action at the local level (subsidy system);
- guarantee of equivalence for certifications of the same kind at the same level;
- definition, for the entire country, of areas of priority to be respected locally (remedial action on behalf of the most disadvantaged categories). In the light of the efforts already made in Europe and the dominant trends brought out by Project No. 3, and considering, too, the needs emerging from the CDCC enquiry among member states, we propose that follow-up activities to the project concentrate on two groups:

  a. women (definition of their status in the present circumstances of crisis and uncertainty, but without enclosing them in a social ghetto);

  b. old people (in view of the very substantial differences in category, a new approach to this problem is needed);

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- the state's role as "adviser" and "animateur" (where needed) for local activities (reinforcing roles);
- running of common services;
- protection of individuals and minorities against all forms of discrimination and misapplication of the law (right of appeal).

In addition, this law would interpret, at the national level, the minimum conditions and criteria (where it has been possible to establish them) of adult education, to which the member states of the Council of Europe should subscribe, as a body, in some appropriate form, eg convention or declaration of intention.

5. This last point is the only recommendation stricto sensu made by Project No. 3; the rest are presented as proposals or opinions. The recommendation is the keystone of an adult education policy that is both European and "in Europe". For "advanced" states the law would provide a framework for national action consistent with what is being done elsewhere in Europe, and for more active European co-operation; but these states have already gone, and would go, far beyond the bare minimum. For states that are "less advanced" (and also poorer), the law would set standards to be met, political objectives for the different levels, groups and institutions; it would give impetus to progress and provide terms of reference to adult education promoters and authorities. Below, as suggestions only, are areas that might be covered by minimum European standards:

1) a local unit structure (on the part of the central authority, a tendency to decentralise; at the other end, a movement towards the organic co-ordination of all components of the community) (1);
2) curricula, with priority schemes for disadvantaged categories - flexibility of options;
3) methods (establishment of the basic principle of assisted self-directed learning);
4) full information, adequate guidance and counselling facilities;
5) response to demands emanating from an established minimum number of participants;
6) objective criteria (quantitative and qualitative) for the granting of financial aid to spontaneous initiatives (in return for a right of supervision);
7) provision for the protection of individuals and minorities;
8) conditions for entitlement to paid educational leave:
   - recognition of institutions and reception programmes;
   - duration and rhythm of studies;
   - forms of certification

   etc

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(1) It has been established that these are the structural prerequisites for the application of the principles of permanent education (see para. 3 ).

Educational leave should be granted in relation to the time required for courses or studies, and the only legal limit should relate to the total amount of leave available for the entire economy (not every person eligible will take a short period of educational leave every year).

Naturally, the above is merely a rough first outline of "minimum European criteria".

6. One rather special conclusion should be given a place of its own: that is the proposal to set up, at national or regional level, a body of independent advisers from both public and private sectors, whose function would be to provide advice and technical or administrative assistance spontaneously or upon request. These would be "mediators" for adult education.

7. Marked emphasis has been placed upon the importance of the 15-16 to 18-19 age-group, for which it might be possible to institute a work-study scheme based on actual activities but predominantly educational in approach. This would be an "alternating" scheme.

8. The Project Group has also drawn the attention of member states and the Council of Europe to the need to encourage "alternative enterprises", enclaves of new types of socio-economic relationships within our society. This type of firm is essentially co-operative and is often appropriate for the retraining of young unemployed people who might continue to receive unemployment compensation (plus credit) during the "running-in" period. Redeployment, by definition, implies educational need.

One characteristic of such activities must be that they meet needs not covered by the market (as a whole or locally) or by ordinary public provision.

9. Arising out of the expansion of its research and the contacts established in the course of it, the Project Group has stressed the need to build bridges between adult education and other areas and interests:

- problems of education, science and culture should be dealt with in relation to overall considerations and in reference to common objectives;

- the principles of permanent education should be combined with those of cultural democracy and mobilised for a shared purpose, their common features being animation and participation;

- the minimum criteria of adult education should be regarded as a basis for individual rights, and these should be covered in the "human rights" instruments now under review in the Council of Europe.

10. The major directions and proposals and the recommendation above (paras 3 to 9) form a whole which Project No. 3 is submitting to the conference for discussion, divided into three themes to be covered by working groups; attention must also be drawn, however, to the proposals to extend and improve the international system of exchange in the field of adult education instituted by the project - that is, the interaction network.

The government response to the CDCC enquiry has been one of very keen interest and approval.

The proposals are:

- that the network be enlarged by adding new branches;
- that it be extended to other (mainly cultural) projects of the Council of Europe;
- that it be strengthened through the co-operative monitoring method; see the Project Report, Part III, chapter 1.

The object here would be to enable the Council of Europe to act as co-ordinator, promoter and initiator of theoretical and practical research. The only way to achieve this would be by setting up a new adult education project based on the method. If the service did no more than answer interaction requests, there would be no promotion; a travel agency is not a centre for education and culture.

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11. It is the whole of the foregoing that is to be discussed during these three days. On this basis, but without excluding other material, the conference is expected to draw up a clear and precise proposal, in the form of an action project, to be presented to the CDCC.

12. By way of conclusion I might try to sum up what is at stake in adult education as follows: its effect is to pry apart the arms of a lethal pincers, one representing an elitist culture of luxury and diversion, that of the new star performers (a sterile culture, which discriminates against the people), whilst the other corresponds to a one-dimensional mass culture, that which is actually being consumed today, passively, in sport and "variety", by a "public at large" of eager fans.

This double pressure upon culture, which is slowly choking to death in the grip of these powerful instruments, can be relieved by adult education. The situation is a clear reflection of the crisis of civilisation complicated by economic recession and skyrocketing energy costs. It is important to bear in mind that the crisis of civilisation became violently evident, in cultural terms, during the period of greatest economic growth ever known, ie the "Golden Sixties". That orgy of consumption did not prevent Berkeley or West Berlin or May '68. Today, terrorism has taken over: Munich, Antwerp, Bologna, Paris.

To a limited degree, true, yet ubiquitously, adult education is helping to meet this challenge; in the long run, it will prove stronger and more far-reaching than any police. But it must be further developed.

Industrialised - already post-industrial - society must cease to be economy-oriented. The production of goods and services must be reduced to their true role, which is that of means, th means by which cultural ends - in Europe, those flowing from human rights - can be achieved.

One vehicle for this cultural transformation (from means of consumption into objective of personal fulfilment) is adult education. Our duty here, through the advice we can give as specialists, practitioners and authorities, is to enable the Council of Europe to answer the questions of governments and meet their needs. Our responsibility is very great because in a confused uncertain situation like the present there is no assurance that the resources needed to continue what has been begun will be forthcoming.

## E. SUMMING-UP

by Mr Henri Janne, General Rapporteur

The three working groups' reports on the first part of their discussion on the current state of affairs in adult education - its rapid growth and change would be a better phrase - indicate that the speakers touched upon almost all the subjects covered in the Report of "Project Group No. 3" except the minimum conditions and criteria and the interaction method, and these will be mentioned as relevant below.

Those who took part in the discussion contributed additional information, qualifications and interpretations which were often highly interesting and important, but the conclusions of the Project Report were definitely accepted, explicitly or implicitly, as major guidelines which were not to be challenged and which would provide the framework for the future development of adult education policy.

Attention was drawn, however, to the difficulty of adopting common policies at the European level, because of the many differences (and in some cases divergences) between and occasionally within member countries. The result of the universal recognition of the principles of permanent education, was, nevertheless, a move towards globalisation, and the differences lay mainly in the degree of priority attributed to one or another objective and in the scale of action. In future, this must be borne in mind at all times.

Another fundamental difficulty lay in the weakness of the association between education designed specifically for adults and the universities, although by virtue of their role as leaders in regional development the universities were brought face to face with the needs and efforts of adult education. Similarly, the use of the media to spread the impact of adult education for strictly educational purposes required closer and more systematically organised contacts. In this respect the countries of Europe showed varying degrees of backwardness, but one or two outstanding examples, chiefly British, could serve as inspirations (Open University).

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The educational needs of adults and the corresponding objectives to be defined were the subject of numerous observations.

The first point made was that giving priority to some areas did not imply, and should not lead to, the neglect or cessation of conventional activities which did meet needs although they did not qualify for top priority. New or expanded activities to which priority had been given, eg in response to the economic recession and its effects on unemployment, might be more heavily endowed, but this must not be done at the expense of other sectors considered to be less pressing. It was a question of proportion.

Needs were commonly seen in terms of socio-culturally underprivileged "target groups" - women, the unemployed, school-leavers, old people, migrant workers, the illiterate. This was legitimate and functionally important but it made the error of turning adult education into an "educational hospital" sacrificing other aspects. The image was enriched and put into perspective by approaching adult education in terms of objects. In this case, one would be dealing with duly analysed knowledge needs arising out of technological change, loss of qualification, inadequacy of basic education (for mastery of the social aspect), changing social roles, group involvement in the solving of certain problems (eg environment), and preparation for work in the light of newly emerging values; and the industrial power system would be subordinated to forms of industrial democracy. This was a more positive approach.

A third approach was recommended, involving the right of individuals and groups to overcome socio-cultural handicaps; this combined the "social categories" and "objects" approaches.

On the whole, individual objectives were related to the ability to ensure that every person could acquire a "life qualification". If this was the goal, literacy was not just reading, writing and arithmetic but must be physically incorporated into everyday life activities and contribute to the effective integration of individuals into an over-organised world, without sacrificing their cultural identities. In this connection it was pointed out that disadvantaged categories must not be regarded a priori as having everything to learn and being culturally feeble: some groups possessed real social force, wisdom, experience, and a social solidarity and solidity that had been lost by the "public at large" in our cities.

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One recurrent theme was that of participation, the need for which was felt increasingly strongly. The areas of refusal to be manipulated and conditioned were, fortunately, expanding in our societies, and this was especially evident in adult education circles.

The objects here would be as follows:

- the adult should be made aware of his needs, should become conscious of them and motivated in respect to them (at the outset, this required organised information; the adult should be able to express himself before embarking upon any process of learning);

- this being so, the adult should be called upon to take part in the definition of his learning objectives, whether or not he had ever had a basic education; participation of this kind entailed the organisation of "counselling" of a more positive and active type than in schools, following the principle that education should go to the people and not wait for the people to come to it;

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- active bilateral personal relations should be established between teachers and students, in flexible, dynamic groups;

- study should be based on self-directed learning with support and assistance;

- the adult should be prepared to take part in the activities implied in his social roles;

- skills of communication and self-expression, which were weakest in the least privileged individuals or social categories, should be cultivated;

- a system of paid educational leave should be set up, for without such special periods of time the most important forms of collective participation were impossible; there were many examples, and these could facilitate the efforts of countries which did not yet have such schemes.

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All three working groups came up against the problems of decentralisation. It was observed in this connection that in reality the imperatives were contradictory:

- decentralisation, but the demands of centralised state power;

- deconcentration at municipal level, but also at the level of such smaller units as the "neighbourhood";

- the demands of autonomous diversity which was a characteristic of adult education, but also its structure as an overall system;

- the division of adult education into sectors (vocational training, second-chance formal studies, socio-cultural courses) but also the integration of these elements in local practice.

Instead of allowing these imperatives to proliferate in disorder, harmony must be created among them. This could be done by reallocating the powers of decision, redefining participants and dividing up operational roles, with flexibility as a keynote over all.

The process should be one of co-ordination, not of imposing an authoritarian structure, of agreed arrangements rather than rigid provisions. The contacts between ministries and sectors should be more frequent, and should be standardised, but not to excess.

The "autonomy" aspect of adult education, in regard to organisation, instruction, curricula and participation, necessitated decentralisation and deconcentration down to the local level (vertically). Horizontally, on the other hand, that same aspect implied the active co-ordination of all elements and resources of adult education, also at the local level.

There should be flexible and democratic planning at every stage, in which the region could play a very positive role as catalyst. There was a particular "place" to which the authority required by each type of activity could be delegated, the criterion being that responsibility must be situated in such a way as to shorten the distance between the authority and the people to the utmost.

To avoid a complete muddle, decentralisation implied a very careful definition of the centralised powers of the state, which were specific and untransferable:

- compensation for inequalities;
- guarantee of respect for the rights of all, especially minorities, and of pluralism;
- definition of standards for equivalence and for the award of subsidies to spontaneous initiatives, based on objective criteria;
- supervision of the application of outline laws;
- services provided on a national basis;
- supervision of staff training.

With regard to teachers, it was established that actual co-ordination could be achieved by means of a single statute for the training of instructors at the different levels of teaching - formal and informal, for children and adults - one aspect of which would be career mobility without frontiers between sectors.

It was important to remember, in this area, that since planning was essential in education and since the state had inalienable rights, provision must be made for co-operation between all the ministries concerned and also between the ministries and the public and private institutions engaging in adult education.

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With regard to the one recommendation presented in that form in the report, on minimum conditions and criteria for a basic outline adult education law, it emerged from discussion in the three working groups that there was a strong preference for a "declaration" embodying specific principles, rather than a convention. Some participants feared that the inevitable limits set by a law would have an "inhibiting" effect upon the development and application of an adult education policy.

In any event, this decision was not for the conference to take, but for the political bodies of the Council of Europe.

One group held - rightly in my opinion, which concurs with theirs - that conditions and criteria were not the only things involved here; there were also objectives.

Other points brought up, during discussion and presented as sine qua non conditions were the following:

- Legal provisions should in no case deal with what adults ought or ought not to learn; it was the adults themselves who must be enabled to make their own choices.

- Adult education should play an important part in the spread of permanent education, which was theoretically approved as a concept but insufficiently seen in practice.

- Adult education should include every citizen's ability to make use of the rights that were his by law and perform the duties that were also his by law.

- The right to education for adults should go beyond a basic education, even one that had been adapted to modern conditions of life in society; it should concentrate primarily on the most satisfactory fulfilment of the whole human being, as a democratic citizen in particular.

The discussion brought out the very considerable differences in adult education in Mediterranean countries and elsewhere in Western Europe. These should not be thought of in terms of "better" or "worse"; they were the product of a different historical process affecting different social structures. In some respects, as appeared in the Report, the Mediterranean "models" were already being taken as examples by other countries, because a community spirit and co-operative fellowship had been better preserved there. In this connection Project A, which Project Group No. 3 was proposing as the next stage of activity specifically concerned with adult education, called for a special effort todevelop Council of Europe policy in the Mediterranean area as part of the organisation's programme.

It should be noted that since there was less provision for adult education in those countries than elsewhere, they had an even greater need for the potential stimulus of a European declaration on its objectives, conditions and criteria.

Emphasis was also placed on the need to distinguish clearly, in the declaration, between the structure and methodological aspects of adult education, or between organisation and actual practice.

In regard to the objectives, conditions and criteria which might be taken into consideration, the following suggestions were made, based on the proposals in the Report (see Part III, chapter 2 (B), IV: European level, para. 9):

- Opportunities for adequate continuous education should be available locally to everyone (cf Dutch legislation).

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- Every adult should have the opportunity to acquire the equivalent of the academic or vocational training he did not receive as a child (cf institutionalised provision in Scandinavia); such provision should take into account the practical experience of adult learners and their knowledge acquired in the course of their working lives.

- Everyone should have access to supplementary education, especially in preparation for the different roles of adulthood: citizen, consumer, parent, worker, media user.

- Adult education provision should take into account the criteria of cultural democracy, meaning the critical and active involvement of the individual in cultural development.

One of the working groups wondered whether it would not be desirable to extend the "declaration on vocational training" to adult education.

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As regards the proposal for a project representing the next stage in the Council of Europe's efforts to create an adult education policy that could be a key factor in the comprehensive and integrated development of European societies in a time of economic recession, energy crisis and crisis of civilisation, the conclusions reached by the three working groups might be interpreted as follows: One group adopted Project A (Adult education for development, see Doc. CC-GP3 (80) 20, Addendum 3), which was concerned specifically with the education of adults. This group made certain observations, however.

The second working group proposed a combination of Projects A and B, with the following title: "The role of adult education as an innovatory factor in the social, cultural and economic development of the countries and regions of Europe". As the title indicates, the project is a variation of Project A in so far as it associates adult education with development, but it does not exclude the impact of culture as well, in the form of cultural animation. This wider interpretation, which might have advantages, is a purely technical problem.

The third working group wanted the new project to integrate adult education with the action of all other institutions and agencies concerned; in other words, it wanted to cover the whole field and from every point of view.

In drawing up the final proposal for the CDCC, the various desiderata relating to integration and comprehensiveness will be taken into account, as will the idea that consultation and co-operation, or in any event agreement are needed in order to avoid overlapping with other international organisations active in the field of adult education.

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In the discussion of methods, it was understood that interaction would now move in the direction of co-operative monitoring; all groups approved this position and expressed the wish that information might be better organised and that experiments and their results would in future be more widely circulated.

The request was also made that the European dimension should be present systematically and at all times in the project, and that special attention should be paid to those "target-groups" whose circumstances seemed likely to grow even worse in the future. Similarly, the subjects chosen for further exploration should be ones destined to assume greater importance hereafter. Above all, what emerged from the groups was a concern for innovation and for what would be most significant in the future.

One of the groups pointed out that six member countries of the Council of Europe had ratified ILO Convention 140 (1974) on paid educational leave. Could the Council of Europe encourage other member countries to ratify this key instrument?

# APPENDIX I

## PROGRAMME

**Tuesday 25 November 1980**

| | |
|---|---|
| 9.30 - 12.00 | Plenary session |
| | - Welcome address by Mr Gaetano ADINOLFI, Deputy Secretary General |
| | - Statement by the Chairman of the conference. Prof. Reimut JOCHIMSEN, Minister für Wirtschaft Mittelstand und Verkehr of North Rhine-Westphalia |
| | - Introductory report by Prof. Henri JANNE (Rapporteur General) |
| | - Statement by the Secretariat on the tasks and programme of the conference |
| | - Organisation of the three working groups |
| 14.30 - 17.30 | Meeting of the working groups |
| | Discussion of theme A "The current state of affairs in adult education and prospects for the 80s" |
| 18.00 | Reception offered by the Director of Education, Culture and Sport |
| 20.30 | Dinner at the restaurant "Le Dauphin", Place de la Cathédra (for those who have registered) |

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Wednesday 26 November 1980

9.00 - 10.30 Plenary session

- Report of the working groups on theme A
- Discussion

10.30 - 12.45 Meeting of the working groups

Discussion of theme B:"'Minimum conditions and criteria' for adult education in the member states (proposals for CDCC recommendations to the Committee of Ministers)"

15.00 - 17.15 Meeting of the working groups

Discussion of theme C: "European co-operation in adult education (proposals concerning future work to submit to the CDCC)"

Thursday 27 November 1980

10.00 - 12.30 Plenary session

- Reports of the working groups on theme B
- Discussion
- Reports of the working groups on theme C
- Discussion

15.00 - 17.00 Plenary session

- Summary by Prof. Henri JANNE
- Discussion and adoption of recommendations

# A P P E N D I X II

## DECLARATION

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Major policy guidelines adopted by the conference

At the close of its proceedings, the conference considers that the Report on "Development of Adult Education" which served as a basis for its work, reflects the innovations in adult education today which can inform the framing of future policy in this increasingly important and significant area of education.

After the Conference of Ministers of Education in Stockholm, after the Siena Symposium and bearing in mind the dominant trends and innovations revealed through the interaction network, the conference confirms that the principles of permanent education constitute a "pattern" for reform and change of the whole European educational system.

In this context, in response to the uncertainties of present-day life and in order to ensure the progressive equalisation of opportunity in education, the many facets of adult education (including vocational training, resumption of formal education previously interrupted, personal development, cultural animation and community development) contribute towards coping with the crises of our times: economic recession and unemployment, the energy crisis and the crisis of values.

Adult education is a way of combating the conditioning of mass culture and promoting cultural democracy. It is a key factor in the preservation and further development of democracy and the promotion of human rights.

In this spirit, the conference recognises the importance of the main conclusions of the four years of studies, reports, interaction visits, workshops and summing-up symposia of the Project on Development of Adult Education.

"From among the dominant trends in adult education we have adopted the following principal conclusions:

- the need to take into consideration the whole person in the socio-cultural context (globalisation principle);

- the need (1) to devolve decision-making and management to 'local units' insofar as adult education is concerned (whilst the state retains power to co-ordinate the whole, guarantee protection of minorities, compensate for inequalities, lay down standards of a general nature and provide services);

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(1) For the effective application of the principles of permanent education.

- the corresponding need to ensure at local level the co-operation of all educational and cultural elements, as well as non-educational social services; this should be with the aim of encouraging local or regional development and by means of democratic co-ordination;

- the desirability of encouraging the formation of 'alternative' enterprises to meet needs not covered by the market or by the public authorities, thereby opening prospects of creative work to the unemployed.

As regards improving individual 'performance', something which is essential for true 'life-qualifications', Project No. 3 considers it a matter of priority to educate adults for roles which are becoming increasingly essential as the global social context is tending to transform them into relationships based on dependence and conditioning. These are the roles of consumer, parent, social actor, citizen and user of the mass media.

Analysis of the role of the enterprise in adult education has led to the conclusion that it is essential both as forum and as an educational resource. But it is still important - and this is where the state comes in - for enterprises and educational institutions to co-operate closely and for the training provided to be subject to democratic supervision and not limited to the immediate needs of the employer. An important aspect is that division of labour should cease to be thought of as an inescapable technical fact. The present movement is in this direction but the degree of progress is different in member countries.

The important conclusion about 'local units' - given that present trends in adult education call for decentralisation (which requires the approval of the state) and co-operative integration at local level (which brings into play numerous decision-making authorities) - is that, in accordance with the recommendations of the Siena Symposium, the optimum dimension and structure of the local unit for the purpose of adult education should be defined.

The region should constitute an intermediate level, at which conflicts between central government and the local units and institutions, particularly those concerning planning and resource allocation, might be solved. Some needs are neither local nor national, but regional, satisfied within what is frequently a relatively homogeneous cultural framework; the regional entity should have the power and the means which will enable it to take on this responsibility.

An important conclusion concerning the state aims to ensure that the difficulties and defects resulting from the dispersion of responsibilities for adult education between several ministries are overcome by the creation of an efficient organ of political and administrative co-ordination (with a permanent executive).

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As regards the general structure of adult education it is not advisable to treat it as an extension of the school system nor as an independent and separate system. It is the education system as a whole - school and adult education - which should be fused together into a comprehensive structure in accordance with the principles of permanent education. This implies the 'adult' sector should provide the 'model' for the school system, allowing of course for the adjustments necessary at the different stages of child and adolescent development.

A significant general conclusion emphasises the importance of a general outline law on adult education as the basis of a coherent development policy.

A conclusion which may appear to be beside the main issue is not without interest: this is the advisability of creating a body of independent advisers drawn from the private and public sectors, with responsibility for providing help and advice at all levels.

A final series of conclusions concerns the Council of Europe

Studies at 'intermediate' level (16-18/19) should take the form of an alternation of time giving equal importance to formal studies and real activities, the two elements constituting an educational whole.

The importance of the pattern of time use in adult life should be emphasised as well as the consequent need for surveys and experiments on this subject. With this in mind, one conclusion is concerned with the organisation of 'units/credits'.

We should note that the conclusion on the creation of 'alternative' enterprises should be considered by the Council as a 'forward-looking' activity.

As regards a major aspect of Project No. 3, one conclusion refers to the encouragement of 'interaction' by bilateral means (cultural agreements and joint projects) or by the extension, where necessary, of this method to other CDCC projects. But more detailed analysis has led the Project Group to include these activities among the responsibilities of a new 'project'.

The final report has given a very wide-reaching recommendation as its own principal conclusion, to the effect that the minimum conditions and criteria to be observed by the member states should be determined, by an appropriate method to be decided by the political authorities (convention? declaration? or something else?) so that the need for adult education can be satisfied in accordance with the standards and means of our civilisation (1).

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(1) For details see Part III, Chap. 2, II, B, IV, and 9 of the final report of CDCC Project No. 3, "Development of Adult Education".

Finally it should be noted that Project No. 3 has stressed the importance of two objectives on which it collaborated directly or indirectly:

- the definition of adults' rights to education as part of the extension of the areas to be covered by 'Human Rights';

- encouragement of cultural policy which should include an organic link between culture, science and education from the point of view of a comprehensive development of society, the region and the local community."

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# A P P E N D I X III

## RECOMMENDATION TO THE CDCC

THE CONFERENCE

HAVING REGARD to the conclusions of the final report on Project No. 3 "Development of Adult Education",

HAVING REGARD to the Declaration adopted by the conference,

HAVING REGARD to the interest aroused by the method of co-operation employed in Project No. 3,

HAVING REGARD to the wish expressed by governments in the survey conducted for the purpose that the exchanges thus organised should continue and be intensified,

CONSIDERS

- that interaction is a method of co-operation and not an end in itself and that it makes sense only in a project to which it is particularly suited,

- that the interaction activities should be developed and made more systematic,

- that interaction demands the constant flow of new ideas which only a project can generate,

- that prospects for adult education suggest a dynamic relationship between the issues of political, cultural, economic and social development, which everywhere in Europe face governments and peoples of Europe, and on adult education that equips citizens to participate and co-operate at local and regional level in rapidly changing situations,

- that schemes under way in various countries in this sphere need to be studied and systematic exchanges arranged in order to encourage the implementation of new schemes.

RECOMMENDS THAT THE CDCC

- start a new specific project in the field of adult education entitled "The role of adult education as a factor of social, cultural and economic innovation for regional and local development in Europe".

- envisage, in the light of the development of other educational and cultural projects, the possibility of active co-ordination, taking account the principles or permanent education and cultural development and with particular reference to adults' right to basic education.

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# ANNEXE IV / APPENDIX IV

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